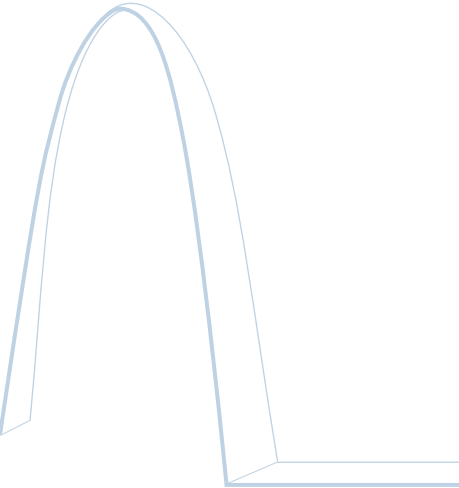
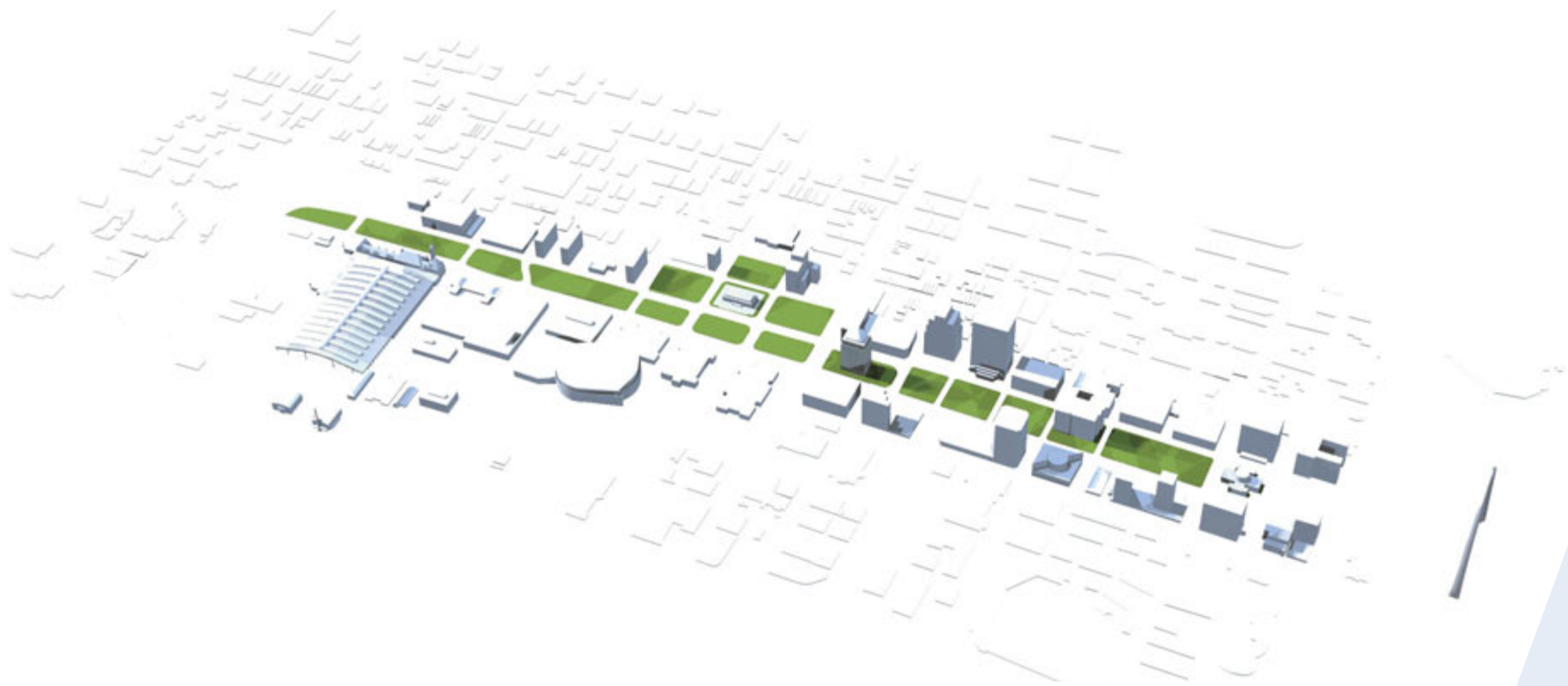




**St. Louis
Gateway Mall
Master Plan**

October 2007





City of St. Louis
Planning and Urban Design Agency

Funded by **Gateway Foundation**

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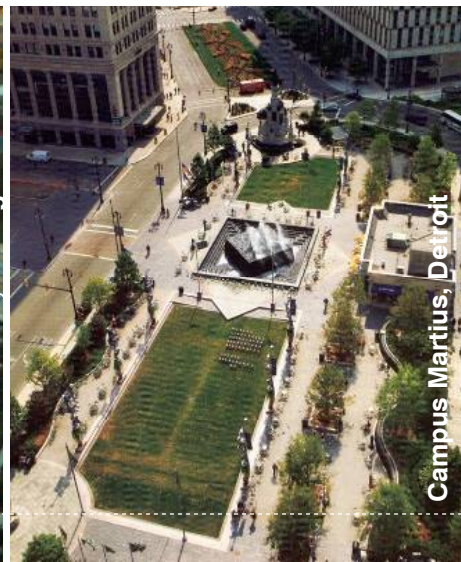


The Gateway Mall Master Plan provides the City of St. Louis with the first comprehensive vision for transforming downtown's central park into a remarkable open space that defines the heart and soul of St. Louis. Building on this long range vision, the plan creates an overall design framework which will guide future individual proposals within the Mall, and establishes a roadmap for implementation and long term management.





Millennium Park, Chicago



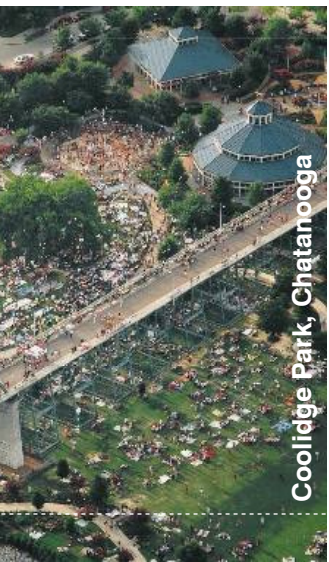
Campus Martius, Detroit



1.0 Introduction

Cities across the United States and around the world are increasingly investing in their public realm. These substantial efforts focus on beautifying and improving the functionality of streets and open spaces. When successfully realized, these projects can become more than the sum of their parts and result in an improved public realm, a cornerstone for true city building, attracting increased amounts of people and investment.

Downtown St. Louis' reinvestment in its public realm is underway. The 1999 Downtown Plan identified the Gateway Mall, the Riverfront, and the Gateway Arch Connector as three crucial open space elements vital to the revitalization of downtown, and a key piece of this puzzle – the Gateway Mall – is now being addressed in this Master Plan.



Coolidge Park, Chattanooga



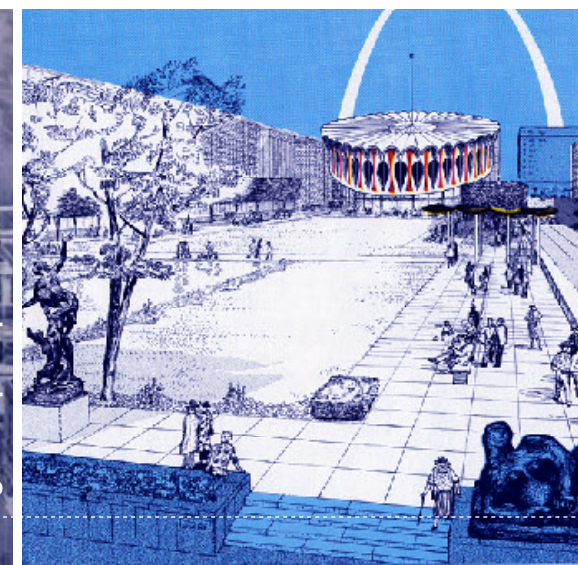
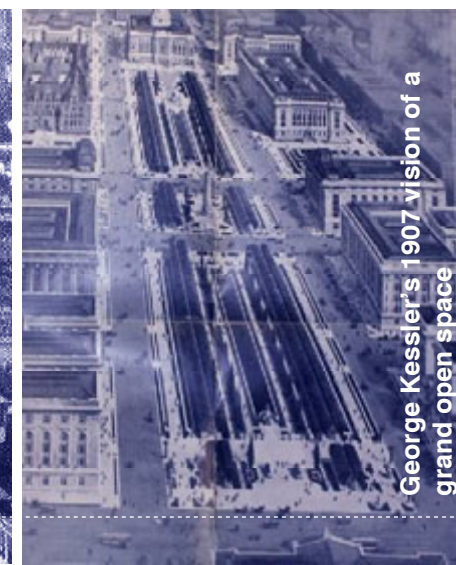
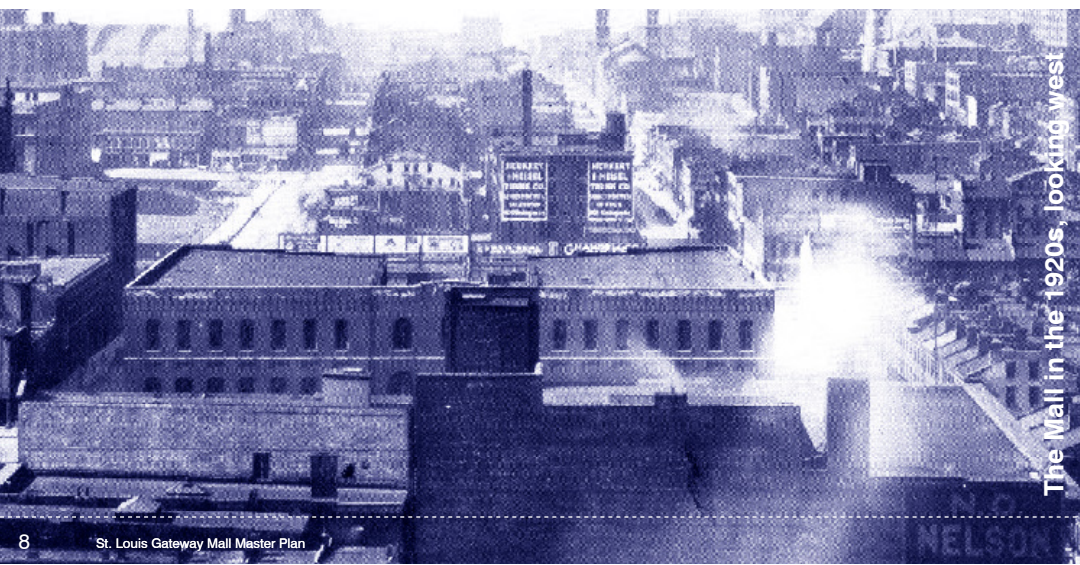
Olympic Sculpture Park, Seattle



Melbourne, Australia



The history and fortunes of St. Louis' Gateway Mall have run in parallel with those of the City itself. The initial concept for the Mall emerged at the turn of the last century, when St. Louis was an international city and among the five most populous cities in America. The Gateway Mall was envisioned as a grand, Beaux-Arts inspired design by landscape architect and planner George Kessler in the city's 1907 Plan. That plan envisioned Market and Chestnut Streets as large boulevards extending to Grand Avenue with a generous green space separating them.



2.0 The Evolution of the Gateway Mall

Beginning in the 1950s, St. Louis entered a decades-long period of decline, losing much of its economic base and population. During this period, several plans for the Mall were proposed but not realized. The blocks west of Tucker were cleared decades before the buildings east of Tucker came down in the early 1980s. From its inception to the present, the evolution of the Mall has been piecemeal, characterized by the incremental assemblage of land and disconnected design moves.

In the past decade, the downtown has undergone a tremendous rebirth due to the confluence of separate yet interconnected efforts: thousands of residents are moving downtown; retailing is coming back to the streets; the new baseball stadium is open, and plans for a vibrant mixed use neighborhood adjacent to it are progressing. The cumulative opportunities created by these events will help unlock the exceptional potential of the Gateway Mall.

Anticipating these changes, in 1999 the city created the Planning and Urban Design Agency and the Downtown Development Action Plan which identified a series of strategies for the revitalization of downtown St. Louis. These complex strategies, ranging from downtown loft conversions to increased levels of street retailing, have been largely realized, with only one portion remaining: the completion of the “Public City”. This has begun, and is now strengthened with the rebirth of the Gateway Mall.



1960 Plan for Downtown St. Louis proposed a large pavilion



1980s proposal to build on the Mall

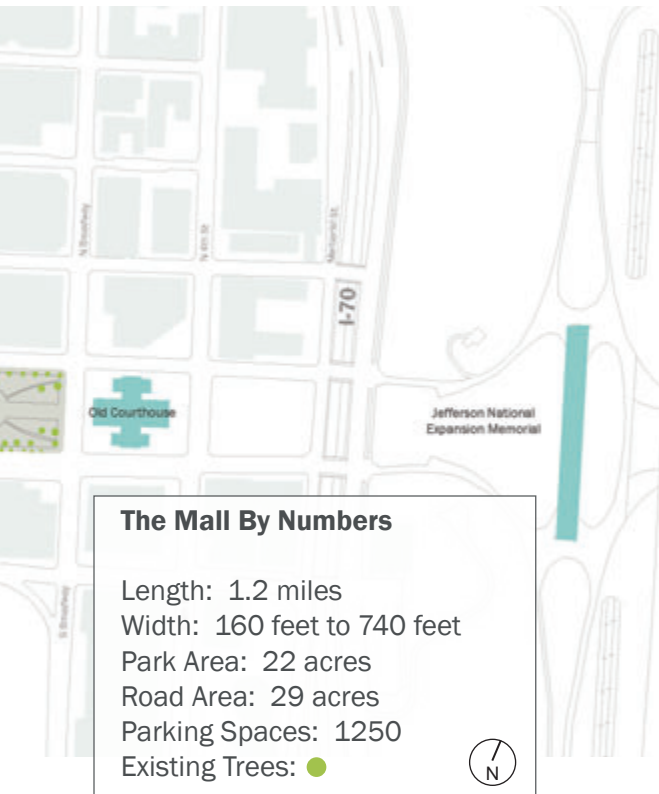


Old Post Office Square Rendering



Ballpark Village Model, St. Louis





3.0 Challenges, Opportunities and Key Themes

The Mall's Existing Conditions

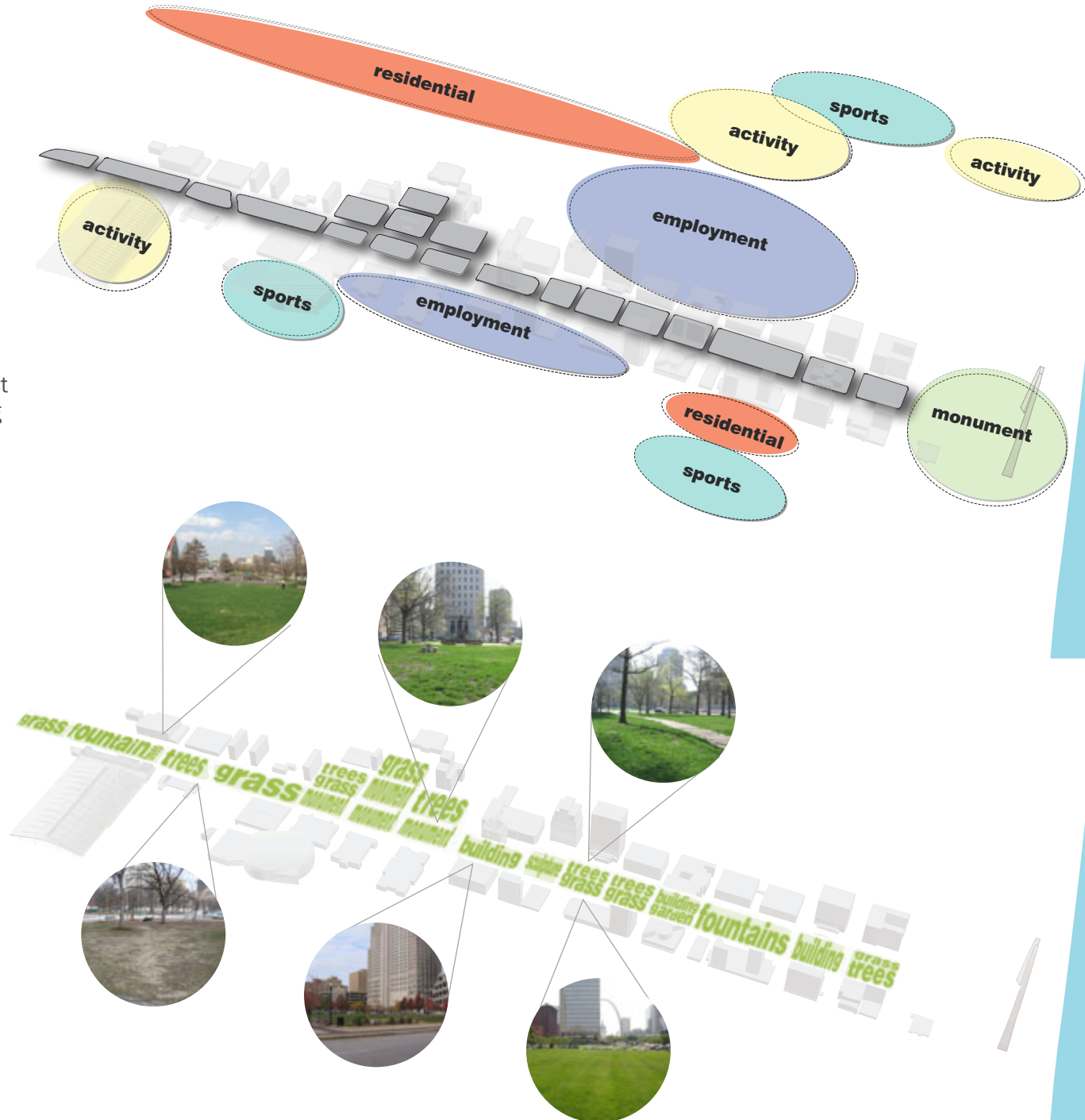
The Mall runs between Market and Chestnut Streets from the Old Court House (at Broadway) to St. Louis Union Station at 21st Street. Roughly at its center, it widens to the north, encompassing a triangle of four additional city blocks. Key civic buildings within the Mall are the Civil Courts and the War Memorial. Several smaller memorials and public art of varying size are also housed within the Mall. The Gateway One building and its associated plaza occupy one of the blocks within the Mall axis, though it is not part of the public open space. The Mall is bordered by some significant civic buildings, including City Hall, the Municipal Courts, Kiel Opera House, as well as key private buildings including AT&T and Bank of America Plaza.

A physical analysis and interviews held with numerous stakeholders have revealed a number of challenges and opportunities which the Master Plan must address.

Challenges

Stakeholder discussions about the Mall and its immediate context have highlighted a number of issues which need to be addressed in the Master Plan:

- **Division:** As architect Philip Johnson said, “spaces like the Mall cut cities in two, rather than unify them.” Despite its central location, the Mall fails to provide a focus to downtown. It separates adjacent areas such as Washington Avenue’s residential district, Union Station, Ballpark Village and the central business district rather than providing the much needed unifying glue for downtown.



- **Blandness:** The Mall’s image and identity no longer reflect the energy and growing diversity of the downtown. There is generally an unappealing sameness to the Mall’s character along its 1.2 mile length.



- **Disconnection:** The roads adjacent to the Mall are wide and inhibit safe and convenient pedestrian access, and pedestrian circulation along and through the Mall is fragmented. Parallel parking on all edges of the Mall creates a physical and visual obstruction between the Mall and the city. Nearby highways create physical and visual barriers to adjacent neighborhoods and to the Arch Grounds and the Mississippi River.

- **Non-Destination:** There are only limited uses and activities to attract people to the Mall throughout the day, week and year. Annual events are well attended, however, indicating that if you build it, they will come.

- **Discontinuity:** The Mall lacks unifying elements to bring it together as a coherent and recognizable whole. Street tree plantings are fragmented and do not define spaces or edges, and landscape elements, furniture and lighting are a conglomeration of varying types and styles. The Mall's undulating topography is also a challenge to realizing a unified space.

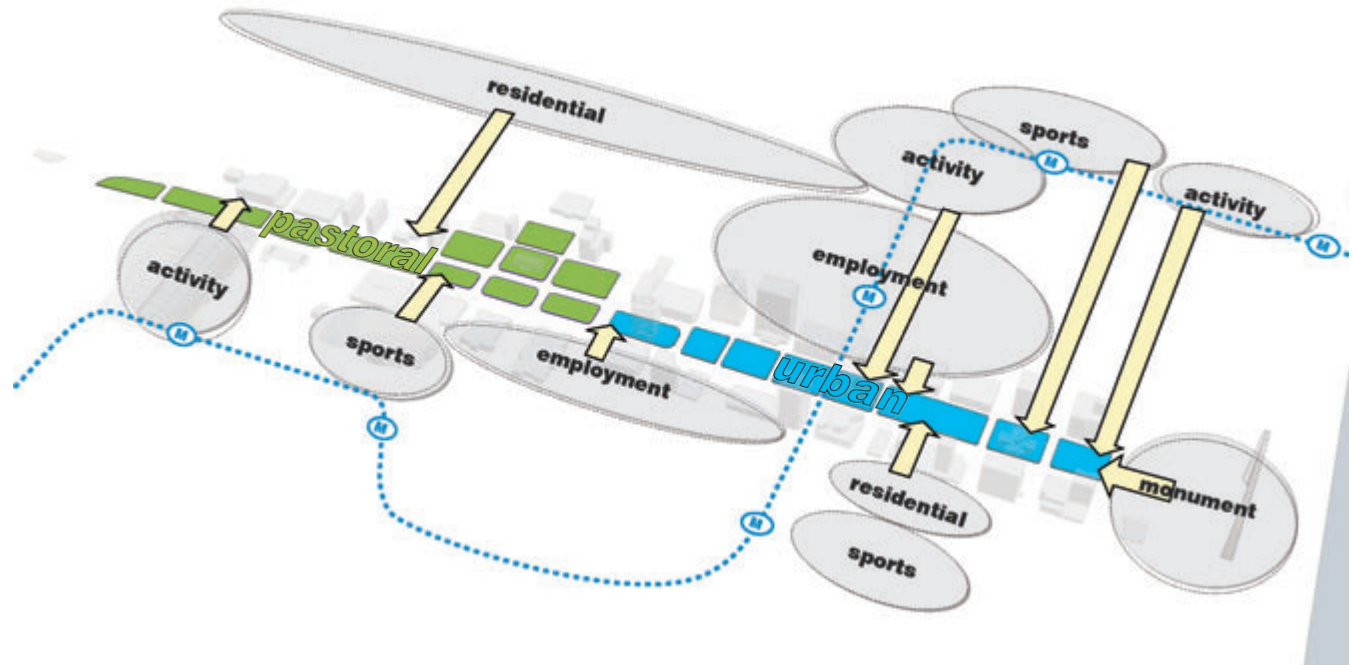
Opportunities

In spite of the illustrated challenges, the Mall offers incredible opportunities:

- **Centrality:** The Mall is a central element of downtown. Having such a significant open space in the heart of a city is a valuable and enviable resource.



- **Proximity and Context:** The Mall is in close proximity to a variety of active areas and can be a vital connector between them. The new residential development on Washington Avenue and vicinity, downtown's employment buildings, sports venues, MetroLink stations, and other activity centers are all within a five minute walk of the Mall. There is, as such, tremendous potential to build upon the existing context and create places within the Mall which uniquely respond to the character of bordering areas.





Market St. is the region's principal parade route, where thousands gather and celebrate

- **Celebration:** Though the Mall is often more empty than full, it does maintain an important role in the region: it is where sports rallies are staged at Kiener Plaza, parades are run, and festivals are held. Many people use the Mall, even if it is on an irregular basis. This provides a good basis to build upon for increased visitation through large events and less structured daily usage. The Mall often functions as the region's playground, justifying regional investment in enhancing and maintaining this role.



An ambitious mixed-use development is planned for Ballpark Village



People are moving downtown into loft conversions

- **Confluence of Events:** For the past several years, downtown St. Louis has experienced exceptional growth. This trend is partly due to the confluence of separate yet interconnected efforts, previously described. Additionally, the reinvention of major open spaces is underway. All of these occurrences place the Mall in a favorable position for its reemergence.

Key Themes

A series of insightful interviews with a wide range of stakeholders further outline a number of key themes:

The Mall is an Underused Resource

Despite its location in the heart of downtown, people don't generally use the Mall on a day to day basis unless the space is programmed. When programmed for annual events like Race for the Cure, huge crowds turn out. However, there is the sense that the Mall does not have sufficient ongoing levels of activity, and that there isn't a compelling reason to go into it otherwise. It is necessary to make the Mall a destination in itself in order for it to achieve good levels of activity.

There is Widespread Support for Mall Rejuvenation

The Mall needs to be improved. Besides aesthetic improvements, increased animation within the Mall will be essential to its success. A rejuvenated Mall would have positive impacts on the whole of downtown and the city's image. A more focused effort at programming, and pavilions for shelter and refreshment in the Mall, would be welcome.

Kiener Plaza Needs Improvements

Kiener Plaza is one of the Mall's better used spaces. It functions as a gathering spot for many festivals and rallies. The sunken design of the May Amphitheater, however, disconnects it from its surroundings. Because it is difficult to see into the Plaza, it is difficult to observe and police. Kiener Plaza can be the catalyst for the entire Mall, also drawing Arch visitors into the downtown area. An exciting, high energy design is needed to reform the space and this should be an implementation priority.

The Perception of Security Issues is a Concern

Street people congregate in and around the Mall, especially in warmer months, partly because many services for this population are located nearby. Some people feel uncomfortable using the space because of the lack of activity and adequate lighting needed to create a safe atmosphere. No park design can solve the social issues surrounding street people; a broader solution is necessary. However, as has been proven in cities across the country, activities that attract a more diverse cross-section of users will contribute to the perception of safety and, in turn, attract more use.

There is a Wide Range of Ideas for the Future

Many people have expressed concrete ideas about what they see the Mall being in the future, and many of these ideas have been incorporated into this plan. This is encouraging, and suggests there will be a high level of public involvement as designs to implement the various components of Master Plan are developed and realized.

The Mall has Many Potential Constituents and Users

Despite the fact that the Mall is underused, there is real potential to increase its constituency. Over 90,000 employees work in close proximity to the Mall; the downtown residential population is growing; and other civic uses (City Hall, the Civic Courts) result in many daily visitors. Sporting and other special events result in large influxes of visitors, and conventioners and tourists number five to six million annually.

There are Active Stakeholders in the Mall

Although the Mall lacks a concentrated constituency, various groups do have strong interests in its existing and future character, particularly those organizations with structures presently constructed in and facing the Mall, and large annual event organizers who use the space. The Public Library also has a great interest in what is happening at their front door, and neighboring businesses and civic uses can become strong champions for the Mall.

A Sustainable Funding Base

There are presently limited funding sources and few revenue streams in place for the Mall. As such, funding for capital projects and ongoing operations requires new thinking and new mechanisms. A partnership with the County parks system, for example, could help in the long term. Designating the Mall as a regional asset is also a step in the right direction. Ambitious fundraising campaigns, strong relationships with the private sector, and other revenue streams will need to be established: there are opportunities to implement revenue-generating uses to fund ongoing maintenance.

Flexibility

Creating the "flavor of the month" should not be the objective for design and programming of the space. The Master Plan needs to promote flexibility; activity for all ages; and both passive and active uses that can adapt as needs change. This should be a "people first place", including the edges leading people into and around the Mall.



The Mall must play an active role in the daily life of the City and the Region, comprising varied landscapes, programming and permanent venues to attract and amaze. It must provide space for major events that bring the Region together to celebrate and remember.

UNIFY

ACTIVATE

CONNECT



With a comprehensive approach to management and programming, and centralized planning to achieve the vision, the new Gateway Mall will be a focus for downtown St. Louis. Designed for universal access and meeting ADA requirements, it will be characterized by a common linking element that runs its entire length: a strong, treed “Hallway” punctuated with follies, seating areas, signage and attractive street furniture, providing a visual and physical cohesiveness to the entire urban park. The east-west Hallway will also serve as a connector to north-south corridors and paths through the

4.0 A New Vision for the Gateway Mall

Mall. Numerous north-south walks will help to transform the Mall from a barrier into a connected and shared ground for downtown. Within the Mall, a series of distinct spaces, generally structured around the existing block pattern, will play different roles, ranging from places of civic gathering and celebration to more intimate neighborhood-focused areas. This proposed range of uses and improved access will attract people from adjacent buildings and constituencies. As well, the greater St. Louis community and national and international tourists will enjoy an enhanced experience. The new Mall

should reflect its varying character throughout its length. As such, it is important and necessary that these uses best reflect what is uniquely and authentically St. Louis. The Gateway’s linear potential, terminating at the Arch, is remarkable. The proposed uses and activities located within it need to be remarkable within their own context. When viewed as a whole, the emerging spaces complete the urban park and provide a central focus to downtown St. Louis.

INSPIRE

PROGRAM

SUSTAIN







5.0 Master Plan

The Gateway Master Plan establishes a framework that will guide the implementation of the vision. Future detailed designs for individual components of the Plan will have the freedom to be creative, reflecting the designer's sensibility as well as the needs of the users of the spaces.

The urban-scale changes envisioned in the Plan are based on a set of structuring elements, described in the following pages.

Structuring Elements

The Master Plan is rooted in a number of key structuring elements:

- **Unifying the Mall:** The Urban Hallway running along the entire south edge of the Gateway will use trees, benches, signage, lighting, and textures to establish a common identity throughout the Mall. This element will be visible from bordering streets, from within the Mall and perhaps just as important, from the hundreds of offices in flanking buildings, drawing office workers out into the space. This unity will be strengthened by a limited number of street closures, namely the portion of 17th Street that traverses the Mall, and the frequent and potentially permanent closing of a portion of Chestnut Street between 15th Street and Tucker Boulevard.
- **A Sustainable Park:** All reasonable efforts will be made to ensure that changes to the Mall respect the principles of sustainability. Existing trees, particularly specimen trees, will be retained wherever feasible, and a broader

set of sustainable strategies relating to storm water runoff, renewable energy, and so forth, will be followed. Additional detailed strategies are outlined later in this report and also in the Appendices.

- **Art and Culture in the Mall:** Art and culture, in the form of sculpture and annexes to existing galleries and museums, will have a large presence throughout the Mall. The Hallway will offer a linear venue where a progression of temporary or permanent art pieces or exhibits could be installed. Urban treehouses, multimedia follies and architectural remnants are some smaller repeating elements that could be introduced.
- **Structures in the Mall:** A series of structures, relatively small in scale, will be located throughout the Mall to provide culture, seating areas, food, drink, goods, and restrooms. These structures, often in the form of pavilions or kiosks, will be of

architectural excellence and will provide necessary services and shade/shelter, becoming attractions in themselves.

- **Gardens in the Mall:** Ornamental gardens, with a prevalence of native species, will be located throughout the Mall. The Hallway's amenity zone will contain gardens that form an edge in more passive rooms of the Mall. Showcase gardens will be located in highly visible and active rooms such as Kiener Plaza, the Terminus, the Urban Garden, and the block south of the Library. Additionally, gardens will contribute to the sustainability of the Mall by improving water infiltration and detention.
- **Water in the Mall:** Water in various forms, ranging from channels to fountains to splash pads and play areas, will be a common theme throughout the Mall.



Unifying



Sustainable



Art



Structures

- **A Focus on Programming:** To achieve high levels of activity in the Mall, a concerted emphasis on the programming of its spaces is vital. Providing effectively planned and implemented programming for a range of people is key to the Plan. With a booming downtown residential population, programming will help to activate the space beyond work hours. The ultimate success of the Mall will be achieved through its own internalized attractions and will look to programming as a compliment. All areas that are intended to host events should be constructed with the necessary electrical and water hook-ups, discreetly yet conveniently located.
- **Activate Bordering Buildings:** A strength and weakness of the Gateway is the presence and relationship of adjacent buildings. While City Hall, for example, generates considerable foot traffic, it – like so many other buildings on the Mall – is so far set back that an active frontage is difficult

to create. Other buildings generate little foot traffic or offer blank and uninteresting facades to the Gateway. Land uses fronting the space, especially at street level, should be very active and the principal building entrances should face the Mall, particularly in the case of the City and other groups seeking to revitalize the Municipal Courts and the Kiel Opera House. In the meantime, selected blank building faces should be illuminated through a variety of lighting strategies to provide enhanced identities.

- **Connections to the Larger City and the Region:** Expanding the scope of the Plan larger than the actual Gateway itself is critical to enhancing its local and regional engagement. These connections include: the broader linkages to the rest of the City - including the Interstate Highway System, the growing regional bicycle network, MetroLink, the Regional River Ring Plan, and adjacent districts including the Arch Grounds.

Streetscape improvements will extend north and south of the Gateway, and should include: repaving, pedestrian crossings, tree planting, bike routes, and signage to help people access and move through the Mall. Special attention should be paid to block edges bordering streets that traverse the Mall, especially on those streets of exceptional width and traffic volumes.



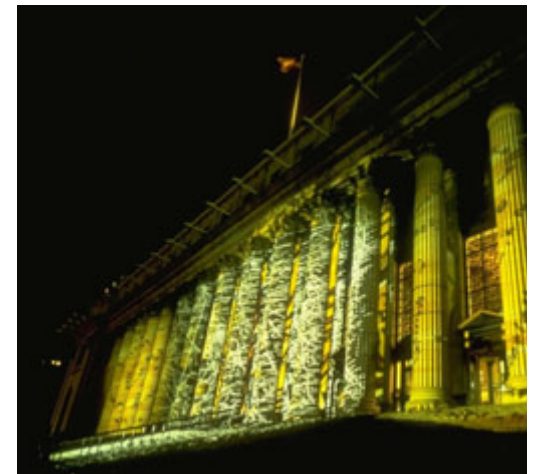
Gardens



Water



Programming

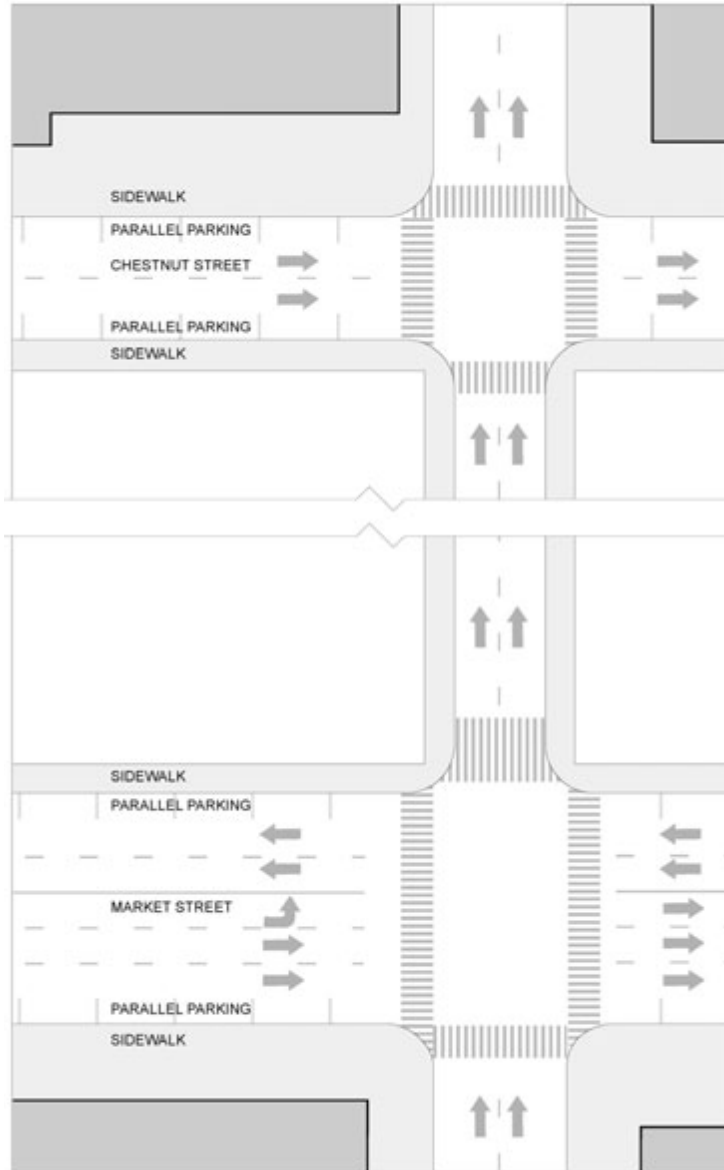


Activated Frontages

Existing Conditions

MARKET STREET
 - 5 DRIVE LANES (TWO WAY, ONE TURN LANE)
 - PARALLEL PARKING
 - SIDEWALK, VARIES

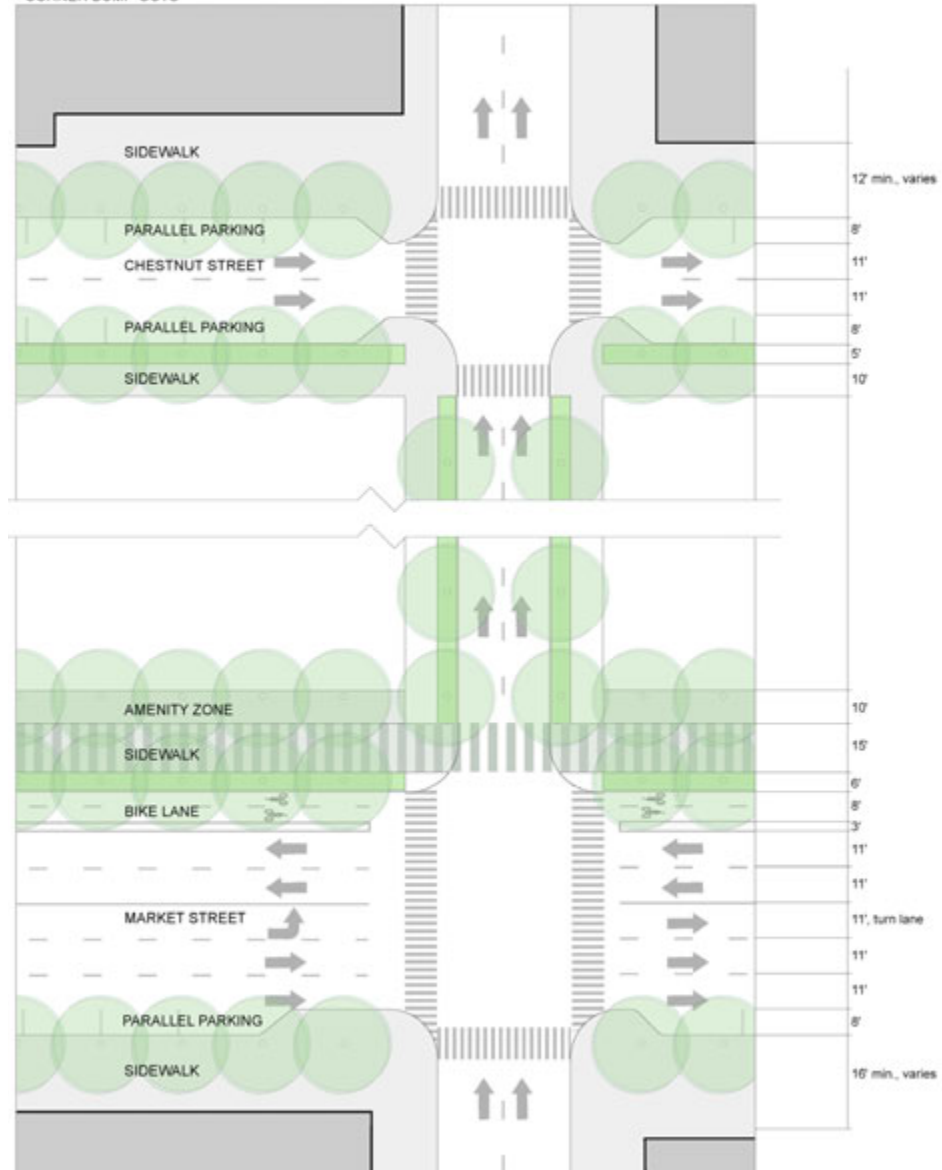
CHESTNUT STREET
 - 2 DRIVE LANES (ONE WAY, EAST-BOUND)
 - PARALLEL/DIAGONAL PARKING
 - 6'-10' SIDEWALKS



Proposed Circulation

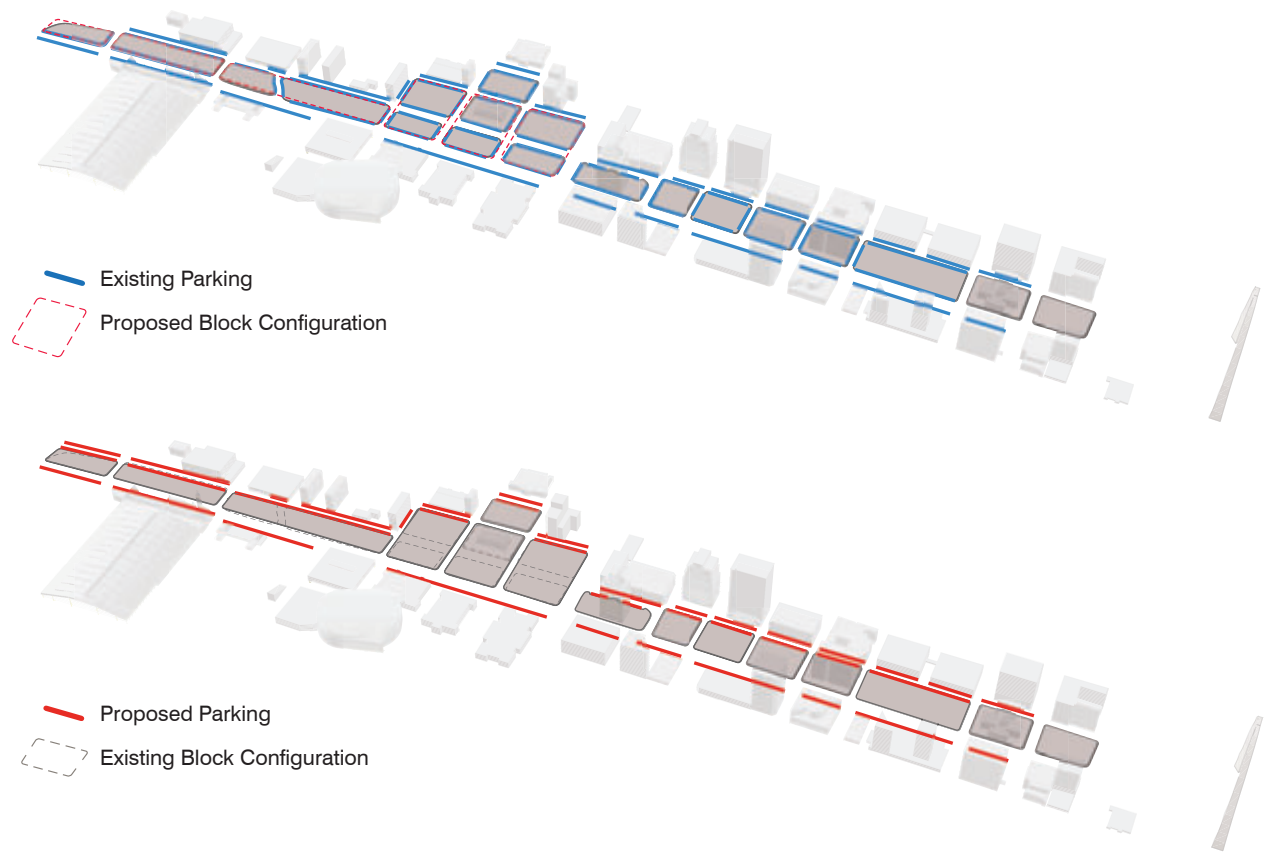
MARKET STREET
 - 5 DRIVE LANES (TWO WAY, ONE TURN LANE)
 - PARALLEL PARKING ALONG SOUTHERN EDGE
 - 2 BIKE LANES WITH CURBED MEDIAN
 - 74' ROAD WIDTH
 - CORNER BUMP-OUTS

CHESTNUT STREET
 - 2 DRIVE LANES (ONE WAY, EAST-BOUND)
 - PARALLEL PARKING, BOTH SIDES
 - 38' ROAD WIDTH
 - CORNER BUMP-OUTS

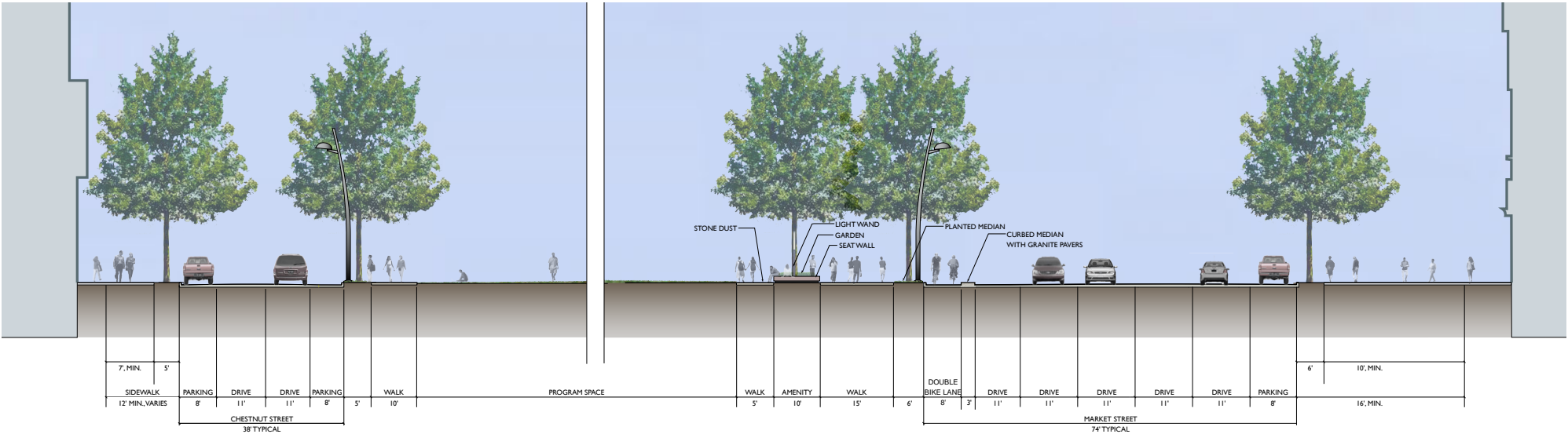


- Revise Vehicular Circulation Around the Mall:**

Changes to bordering vehicular circulation and street parking will make the Mall more useable and accessible. Proposed interventions include: the realignment of Chestnut and Market Streets to create more linear Mall edges. Parallel parking should be permitted on both sides of Chestnut, but only on the south side of Market to remove the visual barrier between the Mall and the city: visibility into the Mall and perceived connections will be increased. Parallel parking should be removed on streets between Mall blocks to provide linear continuity and connection through the length of the Mall. The north lane of Market will be replaced with a two direction bicycle path, separated from vehicular traffic by a low, three foot wide median. The median at the eastern end of Market should be removed to permit views into the Mall, and medians should be built on Tucker to assist pedestrian crossing.



Parking and Block Configuration



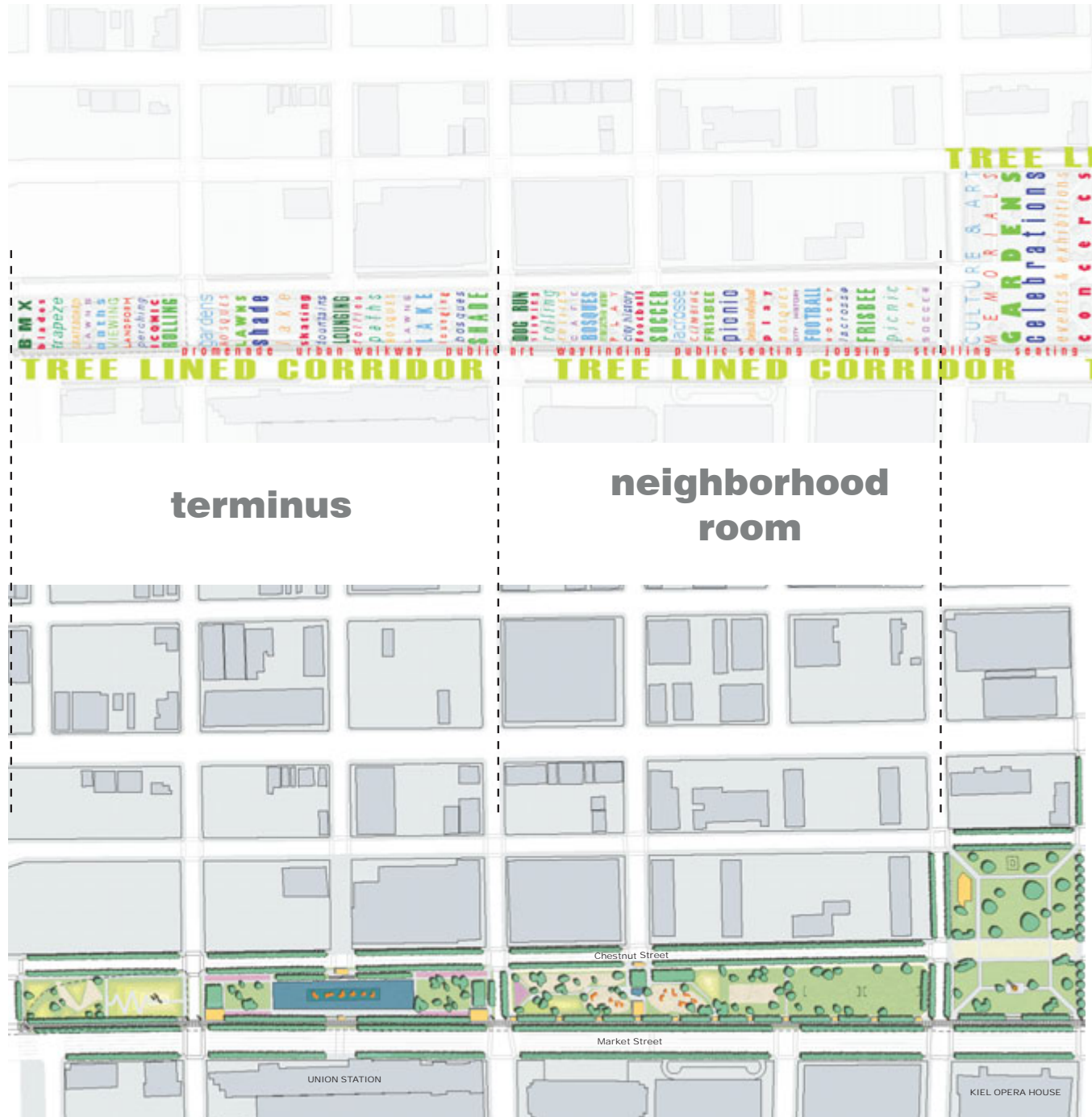
Proposed Typical Block Section

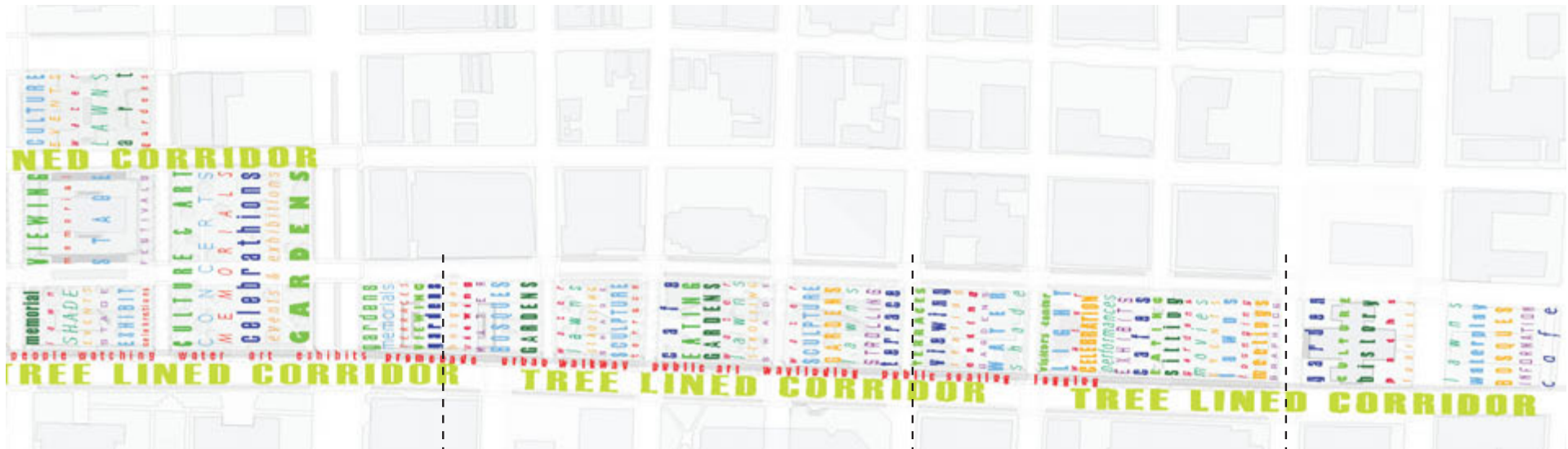
The Internal Structure of the Mall

Linked by the Hallway and the other design elements previously outlined, the Gateway will contain five distinct yet interrelated areas, or “Rooms.” From east to west, these are as follows: Kiener Plaza, Urban Garden, Civic Room, Neighborhood Room, and the Terminus. The landscape will vary from room to room to reflect individual character, overlain by a framework of consistent site furnishings and other elements. The primary unifying element of the Mall will be the Hallway. The Hallway and each of the Rooms are described below, with reference to their character, uses, and design components.

From the Riverfront and the Arch to the Gateway Mall

Although the Master Plan’s focus is limited to the Mall itself, the Hallway should be extended through to the Arch Connector to help bring the millions of yearly Arch visitors, and other tourists, into downtown.



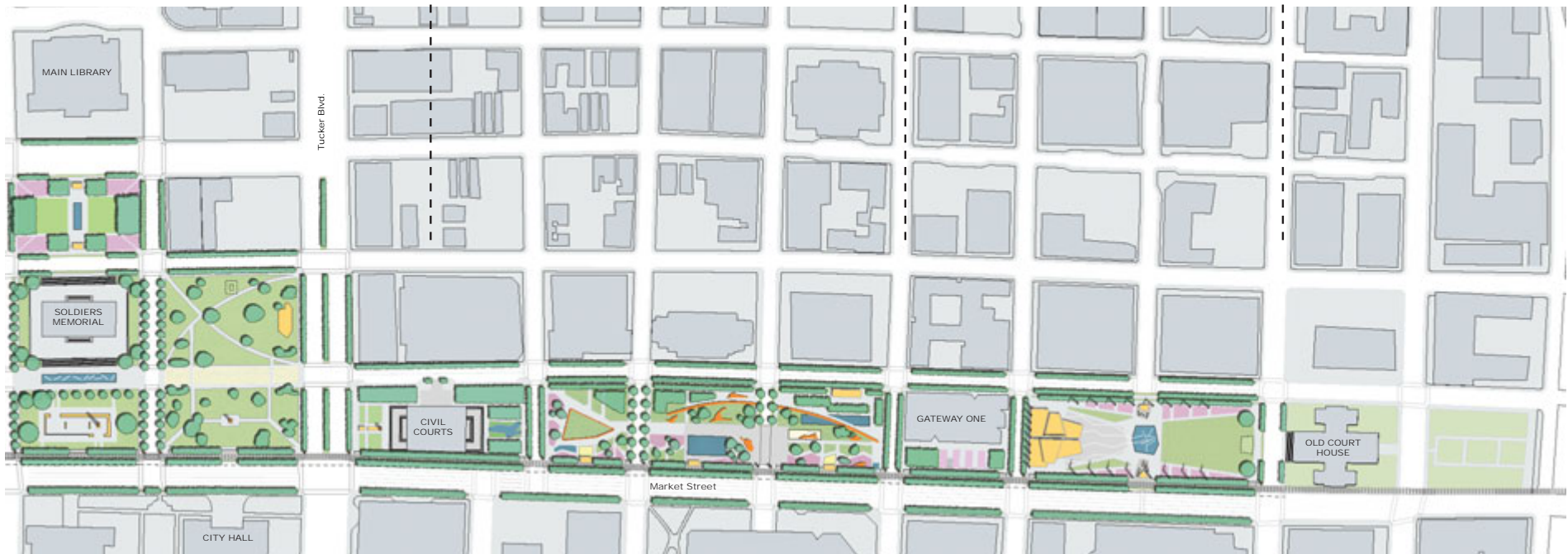


**civic
room**

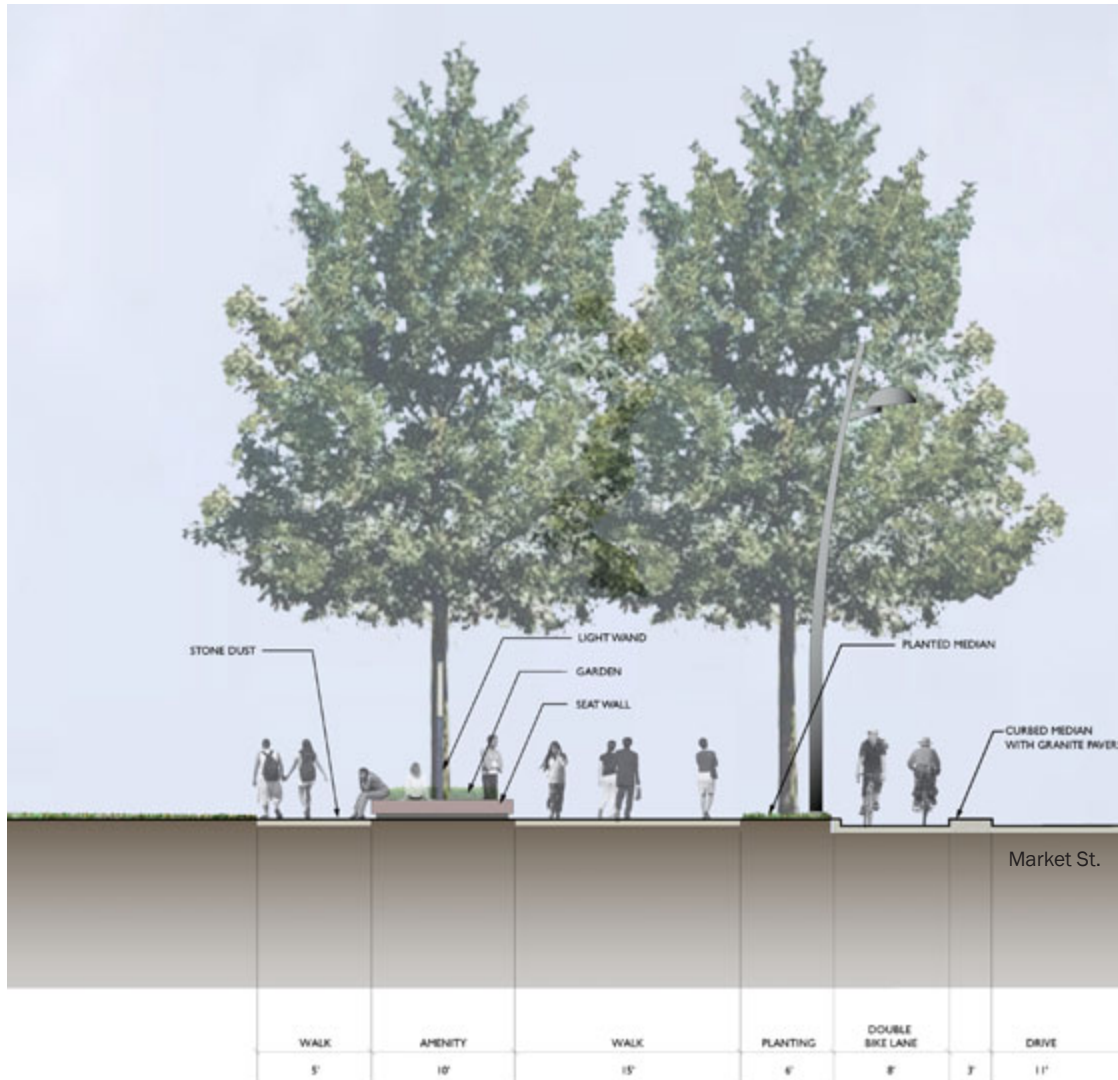
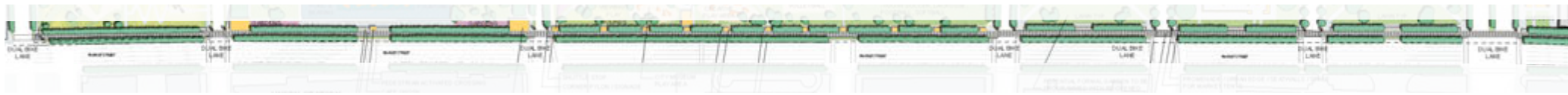
urban garden

kiener plaza

to
arch
→



to
arch
→



Hallway Section



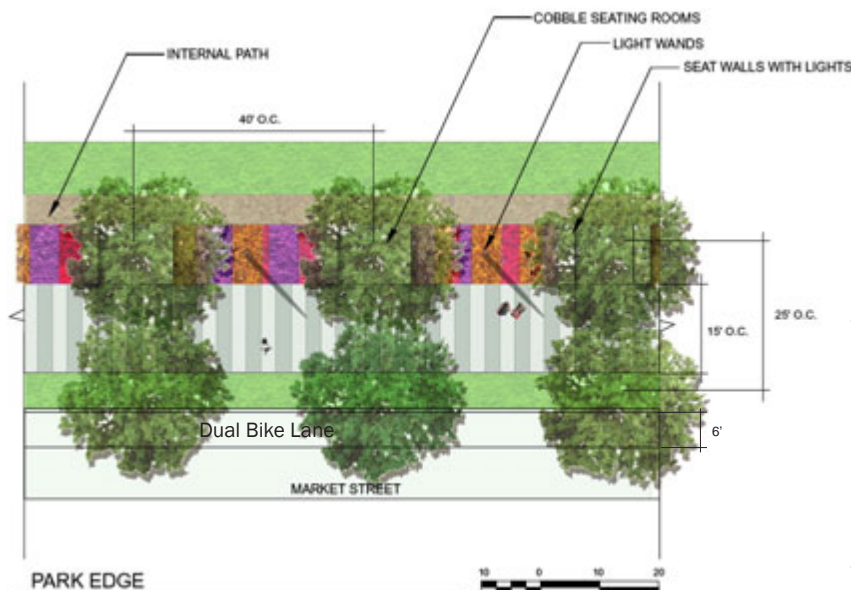
Seating areas



Amenities



Wide sidewalk



The Hallway will have a consistency of character, materials, elements, and dimension to unify the rooms of the Gateway and provide a strong edge and circulation corridor for the Mall. It will extend from the western edge of the Gateway at the Terminus and ultimately connect with the Gateway Arch grounds at Memorial Drive.

A fifteen foot wide sidewalk with a consistent and strong graphic paving pattern lined by a double row of trees will extend the length of the Mall. To the north of the sidewalk, a ten foot wide amenity zone will run parallel with complementary and repeating elements such as shade pavilions, seat walls and light wands. The amenity zone will provide opportunities for the installation of public art or follies to enliven the Mall through a progression of permanent or temporary installations, and will handle rainwater through plantings and bioswales. Between the sidewalk and Market Street, a six foot wide turf planting strip with trees, and an adjacent bicycle path separated from vehicular traffic with a three foot median, will also run the entire length of the Hallway.



Light wands



Hallway Details

During parades and events, the entire length of the Hallway could serve as a viewing area and circulation corridor. The sidewalk also will allow ample room for strollers and joggers by providing a consistent surface for the length of the Mall. The paving pattern of the Hallway will continue across the streets that bisect the Mall to further tie together the individual rooms. Although there will be consistency in elements and materials, the layout of the amenity zone will vary slightly from room to room to reflect the individual character and program elements.

A two direction bicycle path will run immediately south of the Hallway for the length of the Mall, a move to strengthen the regional bicycle system by providing a safe, dedicated space through the heart of the city. This will provide the park and its pedestrians with additional separation from the vehicular traffic on Market Street. The curb lane of

Market Street will be converted to accommodate the bike lane, and should have a small median to physically separate bicycle and vehicular traffic.

In most rooms, the amenity zone will contain additional hardscape areas with a cadence of seat walls to allow for seating areas and flexible space in which concession stands can be located during events. In the more passive spaces such as the Neighborhood Room, the amenity zone will be characterized by garden edges with striated plantings, seat walls, and shade structures.

Graphic pylons will extend along the Hallway to serve as sculptural markers at street intersections, also containing necessary wayfinding and interpretive information. The pylons will identify the park during the day as well as in the evening with illuminated text and glowing beacons.

The Hallway will be the key element that binds the Gateway into a cohesive space and will help transform the Mall into a recognizable regional destination. Its success will depend upon each block in the Gateway forming a part of the Hallway. The first stage of the Hallway will be completed as part of the Urban Garden.



Two direction bicycle path



Seat walls and plantings



Shade structure and light wands



The Hallway is the key element that will transform the Mall into a recognizable regional destination.

